

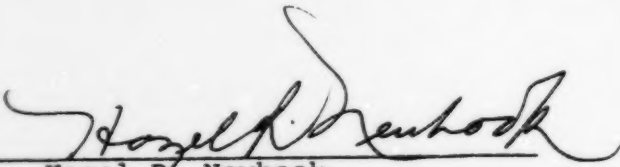
**THE MUNICIPAL PLAN OF THE
TOWN OF BURGEO
1981 - 1991**



NOTICE OF APPROVAL

I, Hazel R. Newhook, Minister of Municipal Affairs under and by virtue of the power conferred by the Urban and Rural Planning Act, Chapter 387 of the Revised Statutes of Newfoundland, 1970, hereby approve the Burgeo Municipal Plan 1981-1991 adopted by the Town Council of Burgeo on the 1st day of July, 1982.

Dated at St. John's this 17th day of Feb
A.D., 1983.



Hazel R. Newhook
Minister of Municipal Affairs

In the Presence of:



J. T. Allston, F.C.I.P.
Director of Urban and Rural Planning

ADOPTION AND APPROVAL

COUNCIL RESOLUTION

Resolved pursuant to Section 16 of the Urban and Rural Planning Act, that the Council of the Town of Burgeo adopt the Municipal Plan entitled "The Municipal Plan of the Town of Burgeo", prepared by the Provincial Planning Office, Department of Municipal Affairs, St. John's.

Resolved further pursuant to Section 18 of the Urban and Rural Planning Act, that the Council apply to the Minister of Municipal Affairs for the setting of the time and place of a Public Hearing to consider objections or representations to the adopted Plan.

Proposed by: Councillor M. Dawe

Seconded by: Councillor M. Devin

Certified as a correct copy of a Resolution passed at a meeting of Council held at Burgeo on the 1st day of July, 1982.

(signed)

Clerk

SEAL AND SIGNATURE

Signed and sealed pursuant to Section 16(3) of the Urban and Rural Planning Act this 1st day of July, 1982.

(SEAL)

(signed) Gerald MacDonald

Mayor

CLERK'S CERTIFICATE

Certified that the attached Municipal Plan is a correct copy of the Municipal Plan adopted by the Council of the Town of Burgeo on the 1st day of July, 1982.

(signed)

Clerk

THE MUNICIPAL PLAN
OF
THE TOWN OF BURGE0:
1981 - 1991

PREPARED FOR: TOWN COUNCIL OF BURGE0

BY: PETER LI

PROVINCIAL PLANNING OFFICE,
DEPARTMENT OF MUNICIPAL AFFAIRS
AND HOUSING, ST. JOHN'S.

TELEPHONE NO.: 737-3087 AND 737-3095

DATE: JUNE 1981.

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THE TOWN OF BURGEO MUNICIPAL PLAN PROPOSED LAND USE
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Foreword

The Municipal Plan of the Town of Burgeo 1981-1991 consists of policy statements and a program of capital works. The background study that supports this Plan is published in a separate text, so that there is no confusion as to which parts of the Plan constitute the legal document governed by the Urban and Rural Planning Act.

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1. INTRODUCTION

1.1 MUNICIPAL PLANNING IN NEWFOUNDLAND AND LABRADOR

Municipal Planning in Newfoundland and Labrador falls under the control of the Minister of Municipal Affairs and Housing and is regulated through the Urban and Rural Planning Act, (Revised Statutes of Newfoundland, 1970.)

Under Part II of the Act, any Council may, by resolution, propose to prepare a Municipal Plan. Application, including the resolution, a description of the planning area and a statement of arrangements for preparing the plan, must then be made to the Minister. The Minister may then accept the application or make suitable adjustments to the planning area, and cabinet may grant to Council interim control over such defined area until a plan is in place. Council then prepares or makes arrangements to prepare a Municipal Plan showing a scheme for development in the defined planning area, and forwards same to the Minister no later than five years after his initial consent to prepare the plan was given.

A Municipal Plan must be prepared under the direction of qualified planning officers or qualified planning consultants appointed by the authorized Council with the approval of the Minister. The Plan must be prepared on the basis of surveys and studies of landuse, population growth, economic base of the planning area, its present and future

transportation and communication needs, public services, social services, etc. The Plan should contain proposals for the general development of the planning area for a period not exceeding 10 years from the date of its completion, in such a way as to ensure the efficient use of its financial and material resources.

When the Plan is completed, Council considers it, and if satisfied, adopts it. Council then makes known its desire to seek Ministerial approval, giving sufficient notice and making the Plan available for public inspection according to the requirements of the Act. Interested persons can then make objections to the Minister. The Minister then appoints a Commissioner to hear such objections and he in turn reports back to the Minister on the hearing.

After the hearing, Council applies to the Minister for formal approval of the Plan. The Minister bases his decision on the contents of the Plan and the Commissioner's report. If the Minister gives his approval, the Plan becomes binding on Council and all other persons. Subsequently, Council develops a full scheme to control land use in strict conformity with the Plan. This scheme must be approved by the Minister.

The approved Plan, subject to any amendments and regulations,

becomes the guide on which all development in the planning area must be based, and to which such development must conform. The Act requires that the Plan be reviewed periodically, at the latest not more than five years from its effective date.

1.2 MUNICIPAL PLANNING AREA

The Municipal Planning Area of Burgeo was established in 1977 and amended in 1981. It encompasses the town and extends 11.5 km inland from Grandy Island. Its boundaries are marked in the south by the Atlantic Ocean including some islands, Grandy Brook in the west, Seal Brook in the north, and certain land marks in the east extending from Bay de Loup to Seal Brook. The planning area is largely wilderness and Burgeo is the only settlement within its boundaries.

2. SUMMARY OF MAJOR FINDINGS
OF BACKGROUND REPORT

- (1) There are a number of physical constraints to development in the planning area, such as rugged topography, shallow overburden, exposed bedrock outcrops, bogs and ponds. Developable sites are few; nevertheless, five areas within the town's limits have been identified as potential sites for residential development.
- (2) Population growth has been fluctuating in the past two decades. It was quite high in the 1960's due to the provincial resettlement program on the South Coast, but the growth pressure has eased off since early 1970's. The town's population in 1980 was estimated at 2,600 and it is expected to increase to slightly over 2,800 by 1991. This projection assumes a modest out-migration of population from Burgeo.
- (3) There were approximately 550 households in 1980, representing a 72% increase over the last 15 years. During the same period the average household size in Burgeo has also dropped from 5.3 persons to 4.7 persons. In the next ten years the average household size will likely drop further to 4.15 persons, and the total number of households is expected to increase

to 680 by 1991.

- (4) The economy of Burgeo has been traditionally founded on the fishery. However, institutions have emerged as another important sector of employment, and the retail-wholesale trades have also grown significantly in recent years.
- (5) The prospects of the fishery look encouraging in the next 10 years. Fish allocations for the South Coast will increase substantially over the amounts that were available in the late 1970's. Consequently, fish landings at Burgeo should increase, especially in the inshore sector. However, no plant expansion is anticipated as the existing processing facilities are capable of handling the projected increase in landings.
- (6) The projected population growth, income increase and changes in spending behaviour, all tend to hold out good prospects for expansion in the retail sector. The improved transportation system, the new Burgeo Road in particular, will likely facilitate such expansion. An additional 1,530 m² of retail floor space should be needed. Nevertheless, this demand is contingent on local business competing effectively with the stores in Corner Brook and

Stephenville, and on the interest shown by local residents in using the new highway for shopping out-of-town.

- (7) The recent opening of the Burgeo Road has already caused new economic and social changes in Burgeo. The number of automobiles has noticeably increased since the opening of the highway, and new commercial development has gravitated toward the road entrance. Although CN Marine and other shipping services will likely remain as an important mode of transporting goods, they will undoubtedly share part of their traditionally captive market with trucking. The only restraints to the development of trucking are its higher cost of operation and lack of government subsidies. The new road will also encourage more people to look to the "outside world" for services and job opportunities.
- (8) The Provincial Government is reviewing the Ramea-Burgeo ferry service. The original proposal for a new car ferry and wharf expansion is not considered sufficient to meet the expected demand on a daily or weekend basis. In addition to the new ferry both local councils have agreed that a parking

lot should be built in Burgeo so as to reduce demand on the car ferry service. The new ferry could dock at or near the old fish plant part of Muddy Hole Pond could be filled in for the construction of the proposed parking lot or part of Site B could be used.

- (9) There are three growth alternatives open to Burgeo namely, ribbon development, a satellite settlement or infilling the existing townsite. Only the last alternative is adopted in the Plan on grounds of development costs, financing, servicing and social acceptability.
- (10) Five major infilling sites are designated for housing development during the planning period. Together, these sites provide 6.7 hectares of developable land, which will be used for construction of approximately 130 new dwelling units, including single family detached houses, semi-detached houses or duplexes, town houses and apartments.
- (11) The existing commercial development is scattered around the town. But in future, all major office and retail development will be concentrated around the highway entrance to the town. Highway

commercial development will generally be discouraged in the planning area, except those sites that are designated for such use: the proliferation of this type of development would only foster undesirable ribbon development and undermine the commercial growth within the town.

- (12) The National Sea fish plant and the new storage area of the Irving Oil company are the only "industrial districts" in Burgeo. If other manufacturing industries are attracted to the town, they would have to be accommodated outside the town's built-up limits.
- (13) The existing municipal watershed has sufficient capacity to meet the projected growth of Burgeo. Future capital works will be mainly confined to extending the distribution system of water, particularly in the designated growth areas. Meanwhile, the town is faced with a chlorination problem which would require the existing chlorination plant be relocated further away from the town. Such a project will be undertaken by the Province when funds are available.
- (14) Many of the existing homes pipe their sewage

directly into the sea around them. The proposed new subdivisions must be serviced with municipal sewers due to their more inland locations, but it is expected that multiple outfalls to the sea will continue to be used.

- (15) Many of the existing roads are substandard in terms of right-of-way provision, alignment and gradient. However, no immediate, large scale improvement program is recommended because such a program would require extensive property acquisition and demolition of buildings, and none of the existing roads can be described as dangerous. Nevertheless, other essential but less costly works such as construction of sidewalks will be pursued. A traffic study is also scheduled for the mid 1980's, with particular reference to Reach Road whose passenger car and truck traffic is expected to increase in the near future.
- (16) As the town expands the separation between the town dump and development is narrowing. In the near future the dump will have to be relocated and/or converted from the "sanitary landfilling operation"

into an incinerator system. But until such improvement comes about, development along the Burgeo Road, especially between the existing dump and residential limits, should be strictly controlled.

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3. PLAN

The following sections and three Municipal Plan maps with respect to proposed land use constitute the legally effective parts of this Plan.

The general terms referred hereinafter are defined as follows:

"Council" shall mean the Council of Burgeo.

"Town" shall mean the Town of Burgeo.

"Planning Area" shall mean the Planning Area of Burgeo.

3.1 INTENT OF Plan

The intent of this Plan is to establish guidelines for future growth, especially with regard to housing and commercial development. It also provides guidance in coping with some of the major social and economic changes due to an expanding fishery and the Burgeo Road.

3.2 GOALS

- 1) To enhance the livability of the Town, thereby diminishing any out-migration tendency that might be fostered by the Burgeo Road.
- 2) To provide for future growth in all sectors of land use.
- 3) To pursue an orderly layout of the community for efficient development of land use and infrastructure.
- 4) To promote the Town as a minor regional centre on the South Coast of Newfoundland.
- 5) To protect the sensitive quality, aesthetic and recreational values of the natural environment of the Planning Area.

3.3 OBJECTIVES, POLICIES AND SPECIFIC PROVISIONS

3.3.1 General Urban Form and Structure

Objective: To pursue an efficient urban form that would minimize the costs of future development and servicing, and remain compatible with the existing community.

- Policies:
- (i) A consolidated, medium density layout shall constitute the general framework of community development.
 - (ii) Infilling within the existing community shall be the basic approach to managing growth.
 - (iii) A focus shall be provided to the Town in relation to townscape, commercial and social activities.

3.3.2 Housing

- Objectives:
- (1) To provide for the expected residential growth in an economical manner.
 - (2) To meet the diverse spatial requirements and tenure preferences of future households.
 - (3) To accommodate all residential growth within the existing settlement limits.

- Policies:
- (i) Residential growth shall be confined to infilling within the existing community where municipal services can be readily provided.
 - (ii) Major infilling development shall comply with a comprehensive subdivision scheme which will ensure efficient use of the concerned site and fulfillment of the housing target set forth in this Plan.
 - (iii) Medium densities and diverse housing types shall be encouraged, especially in new subdivisions.
 - (iv) All new housing development shall be

restricted to low-rise build forms.

- (v) Ribbon development or any development in locations that are uneconomical to service or hazardous for housing purposes shall be prohibited.
- (vi) Mobile homes shall be confined to designated mobile home parks and subdivisions, and subject to the Mobile Home Development Regulations as administered by the Department of Municipal Affairs and Housing, the other policies of this Plan and the Town's Land Use Zoning and Subdivision Regulations.
- (vii) New subdivisions shall be phased in according to a staging scheme so as to ensure a consistent supply of new housing during the planning period.

Specific

Provisions:

- (a) The existing trailer park and the vacant land adjacent to it are designated as a Mobile Home Park.
- (b) Sites A, B, C, D and E as indicated on the Municipal Plan Proposed Land Use Map A are designated as Comprehensive Residential Development Areas. This means that the development of these sites will only take place according to a complete subdivision plan approved by Council. In the meantime, these Comprehensive Residential Development Areas shall be preserved in their current state.
- (c) The gross densities of residential development in Sites A, B, C, D and E, that is densities which include the provision of roads, parking and neighbourhood open space, shall range from 17 to 60 units per hectare, depending on the types of housing involved.
- (d) Where circumstances permit, subdivision development in the designated areas shall comply with the guidelines with respect to housing types and targets:

Designated Site	Housing Type	Housing Target (dwelling units)
A	single family detached	32
B	town houses	31
	apartments	30
C	semi-detached	22
	single family detached	2
D	town houses	8
E	single family detached	6
Area adjacent to existing trailer park	Mobile homes	16

(e) Comprehensive residential development shall proceed in the following stages:

Stage 1: expand existing mobile home park.

Stage 2: develop Site A to meet the immediate housing need.

Stage 3: develop Site B for the housing needs in the mid-1980's.

Stage 4: develop Sites C, D and E for the housing needs in late 1980's.

3.3.3 Commerce

Objectives: (1) To develop a commercial areas that helps stimulate retail and office growth in an orderly fashion.

(2) To attract new commercial development to the Town.

Policies: (i) Areas that have the greatest concentration of commercial development, and areas that are suitably located for commercial development shall be consolidated into business districts, in which all uses, except commercial and other uses that are specified in this Plan, shall be excluded or rendered subordinate to the main permitted use.

(ii) Commercial development, except for neighbourhood convenience stores which are subject to Policy (iii) herein, shall be discouraged from locating outside the designated business districts.

(iii) Neighbourhood convenience store development shall be permitted in designated commercial

areas, or in any residential neighbourhoods that have a clear need for such retail service; in the latter situation, neighbourhood store development shall be subject to the parking, access and advertising provisions stipulated in the Town's Land Use Zoning and Subdivision Regulations.

- (iv) Commercial development that caters to the travelling public, that is, Highway Commercial Development, shall be required to locate within the Town's limits, or in areas that are specially designated along the highway for such use.

Specific

- Provisions:
- (a) The area around the existing highway entrance to the Town is designated as a general commercial and light industrial district.

(b) Major existing commercial developments scattered around the Town are designated General Commercial and shall be permitted to continue operation in the same manner after this Plan becomes effective.

(c) Designated General Commercial and Industrial sites along the Burgeo Road are shown on the Municipal Plan Proposed Land Use 1981-1991 Map A.

3.3.4 Industry

Objective: To facilitate industrial development within and on the outskirts of the Town.

Policies: (i) All available industrial sites within the Town shall be preserved.

(ii) Sites which are located on the highway and within the commuting and servicing range of the Town, may be made available to industrial use, provided that they are suitable for such development.

Specific Provisions: (a) Light Industrial areas shall include the National Sea fish plant, the site of the abandoned fish plant (Lake Group) and some of the major docking facilities in the Town.

(b) The General Commercial and Industrial sites designated in Section 3.3.3 shall also be available for light industrial development.

3.3.5 Institutions

Objective: To ensure that the spatial requirements of all institutions are adequately met.

Policies: (i) Institutional districts are designated for larger institutions or any concentration of insitutions.

(ii) Government offices shall be encouraged to locate within designated Insitutional districts or General Commercial areas.

(iii) Churches and other buildings used to provide neighbourhood, community or charitable services may be accommodated in areas designated for institutional, commercial or residential development. If this type of institution is situated in a residential neighbourhood, it shall be subject to the height-bulk and parking requirements stipulated in the Town's Land Use Zoning and Subdivision Regulations.

Specific Provisions: (a) Institutional districts are established for the St. John High School, the St.

John Elementary School, the Burgeo
Cottage Hospital, the Federal Building,
the Fire Hall, the Recreation Centre, and
the churches and community facilities
around the intersection of Reach Road and
Main Street.

3.3.6 Recreation and Urban Open Space

Objectives: (1) To provide sufficient recreational facilities.

- (2) To preserve areas within the Town that are environmentally sensitive, marginal or hazardous to development.

Policies: (i) New recreational sites shall be provided within easy reach of most residents.

- (ii) Areas of marginal capability for development shall be preserved in their natural state until such time when they are needed for community development.

Specific

Provisions: (a) Designated recreational areas include the existing playfields on Reach Road, the Recreation Centre and its surrounding area, Site F and Site G as shown the Municipal Plan Proposed Land Use Map A. The area around the entrance to the Sandbanks Provincial Park shall also be preserved for the construction of park related buildings.

- (b) Marginal sites for long term subdivision development and the car ferry parking lot project, including Muddy Hole Pond, Shagg Pond and their surrounding area, shall be preserved as Open Space. If any of these sites are required for development in the future this Plan may be amended accordingly.

- (c) All areas within the existing built-up limits that are unsuitable for development, the southwestern part of Grandy Island in particular, are designated Open Space.

3.3.7 Rural Resource and Conservation Areas

Objectives: (1) To protect the wildlife resources and marginal land in the outback area from haphazard urban development and any uses which could adversely affect wildlife and fish stocks.

(2) To ensure adequate, good quality supply of water for the Town.

Policies: (i) Gravel reserves as identified by the Department of Mines and Energy shall be protected from incompatible development, and their exploitation shall be governed by the regulations of the Department of Mines and Energy and the Town's Land Use Zoning and Subdivision Regulations.

(ii) Quarries, sand and gravel pits may be accommodated in Rural Resource and Conservation areas, provided that they generate no significant injurious effect on the natural environment, including wildlife and fish, or any existing land use.

- (iii) Forestry uses shall generally be discouraged, except for sites that have been proven suitable and approval has been granted by the concerned provincial authorities.
- (iv) Farming and gardening may be permitted, provided that the concerned provincial authorities have approved of such operation, and that no undesirable impact is produced on the natural environment and the built-up area.
- (v) Other development permitted in the Rural Resource and Conservation area shall be confined to non-intensive uses that do not create demand for municipal services, nor encourage ribbon development along the highway.
- (vi) Cabin development shall be directed outside the Planning Area to sites which are specially established for such use by the Department of Forest Resources and Lands. No cottages shall be allowed within the Planning Area.

- (vii) Watersheds which are important to the municipal water supply shall be protected from development or any activities that may contaminate the water resource.

Specific

Provisions:

- (a) Except for the gravel reserves, the municipal watershed and the built-up area that extends as far as the site of the hennery, the entire Planning Area is designated as Rural Resource and Conservation area.
- (b) The southern bank of Seal Brook is designated for Gravel Resource Development.
- (c) The watershed of Long Pond shall be protected under the Department of Consumer Affairs and Environment Act.

3.3.8 Accessory Uses

Objective: To accommodate accessory structures where they are needed.

Policy: Accessory uses, including slipways, boat houses, storage sheds, docks and wharves shall be permitted in any waterfront locations, provided that these structures are associated with the main use designated for the area concerned.

3.3.9 Transportation

Objective: To improve the road system without causing social disruptions or straining the Town's financial resources.

Policies: (i) All roads within the Planning Area are classified according to their assigned functions. Where circumstances permit, new road construction or reconstruction shall be carried out in compliance with the standards set forth in this Subsection.

(ii) Provincial highways shall be protected from sporadic development or activities that may undermine the efficiency of traffic flow.

Specific Provisions: (a) The Burgeo Road shall have the status of a Protected Highway. Access to this highway must receive prior approval from Council. Approval from the Development Control Division of the Department of Municipal Affairs and Housing will also be needed for development along the section of the

Burgeo Road that lies outside the municipal boundaries of the Town.

- (b) New development shall be required to set back at least 20 metres from the centre line of the highway.
- (c) Collector Roads shall include Reach Road, Main Street, Centennial Street and Inspiration Road. New development shall be required to set back at least 10 metres from the centre line of any collector road.
- (d) All other roads in the Town that do not fall within the above classifications shall be treated as Local Roads. New development shall be required to set back at least 7.5 metres from the centre line of any local road.
- (e) Where circumstances permit, new culs-de-sac shall have an emergency access for vehicles if they are longer than 110 metres. No new culs-de-sac shall

exceed 230 metres in length.

- (f) Where circumstances permit, sidewalks shall be provided along the Town's collector roads, especially along Reach Road.
- (g) A traffic study will be undertaken to assess the needs for road improvement, with particularly reference to Reach Road where major industries and business establishments are located. This study could form part of the plan review which is due after this Plan is in effect for five years.

3.3.10 Municipal Services

Objective: To provide an efficient and economical system of water supply, sewage disposal and solid waste disposal.

- Policies:
- (i) Municipal services shall be provided to designated growth areas, and where feasible, to all existing households.
 - (ii) Disposal of solid waste and sewage shall be carried out in a sanitary, environmentally safe manner.
 - (iii) The Town shall be prepared for the possible taking over of the water supply system that is presently owned by the Province.

- Specific Provisions:
- (a) The existing chlorination plant will be relocated further away from the Town such that the disinfection process can function properly.
 - (b) New subdivisions shall be serviced with municipal sewers; individual disposal systems shall be discouraged in those

areas.

- (c) A buffer zone of at least 1.6 kilometres shall be maintained between any residential development and the town dump. The separation between non-residential development and the dump shall not be less than 300 metres provided that the Department of Environment and/or the Department of Health have given their approval.
- (d) Council will discuss with the Department of Environment in regard to the possibility of relocating the existing garbage disposal operation and/or converting it into an incinerator system.

3.4 INTERPRETATION

The boundaries between the different land uses designated in the Municipal Plan are meant to be general, except in the case of roads or other prominent physical features where they are intended to define the exact limits of each category. It is intended therefore, that no amendment to this Plan shall be required to permit minor adjustments to these boundaries for the purpose of any regulation which implements this Plan. Other than such minor changes, however, no areas or zones shall be created that do not conform to this Plan in respect of land use. Nothing in the Plan shall affect the continuance of land uses which are lawfully established on the date that this Plan was adopted by Council.

3.5 IMPLEMENTATION

This Plan shall be implemented by the carrying out of the various capital works detailed below and through the adoption and enforcement of Land Use Zoning and Subdivision Regulations.

A. Land Use Zoning and Subdivision Regulations

These Regulations shall be prepared and adopted by Council under Section 71 of the Urban and Rural Planning Act. All use zones and controls shall be established in strict conformity with the policies and provisions of this Plan.

B. Summary of Capital Works Program and Staging

Work	Estimated Cost	Staging
1. Chlorination plant relocation	\$80,000 to \$150,000 (depending on the location of the new plant)	This is a high priority. The Dept. of Municipal Affairs and Housing has already approved the project in principle. Construction will begin as soon as funds are available.
2. Subdivision proposals:		
Expansion of existing trailer park	N.A.	This project is a first priority and is intended to meet the immediate housing need.
Site A	N.A.	This represents the first phase of subdivision development. Financial arrangements and detailed design should begin in the near future.

Work	Estimated cost	Staging
Site B	N.A.	This represents the third phase of subdivision development. It is designed to meet the housing need in the mid-1980's. Work should begin after the completion of the Site A subdivision.
Sites C, D and E	N.A.	These three small subdivisions constitute the third phase of development. They should be available to meet the late 1980's housing need.
3. Sidewalk provision	N.A.	This is a high priority. Council has already planned to build sidewalks along some major roads. However, Reach Road and Centennial Road fall within the responsibilities of the Province, and Council intends to discuss this matter with the Department of Transportation and Communications as soon as possible.
4. Traffic study with special reference to Reach Road	N.A.	This study is a less urgent matter and should be undertaken at the time of plan review. By that time the full impact of the Burgeo Road on local traffic should become clear.